Mongolia - Vocational Education

Report generated on: September 7, 2018

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Overview

Identification

COUNTRY
Mongolia

EVALUATION TITLE
Vocational Education

EVALUATION TYPE
Ex-Post Evaluation with both Performance Evaluation and Impact Evaluation Components

ID NUMBER
DDI-MCC-MNG-TVET-SI-2018-v1

Overview

ABSTRACT
The Evaluation Team (ET) will conduct a mixed methods performance evaluation (PE) of the VEP. This PE will be conducted ex-post, approximately five years after Compact close and the completion of the VEP. This PE seeks to review the VEP in its entirety, assess the VEP Program Logic and assumptions, and generate lessons learned to inform future investments in the TVET sector. This PE utilizes both primary qualitative and secondary quantitative data, to as rigorously as possible answer key evaluation questions about all but the smallest components of VEP. In total, this PE includes 30 EQs intended to provide information regarding key project outcomes. Data collection is anticipated in Fall 2018, with final reports delivered in 2019.

EVALUATION METHODOLOGY
Ex-Post; Independent Ex-Post ERR

UNITS OF ANALYSIS
Individuals, TVET schools, private sector organizations

KIND OF DATA
Other

TOPICS

Topic	Vocabulary	URI
Education	MCC Sector	

KEYWORDS
education, vocational, mongolia

Coverage

GEOGRAPHIC COVERAGE
The VEP conducted activities at 58 of Mongolia's 72 TVET schools, including hard investments in equipment or infrastructure in 28 schools (Millennium Challenge Account-Mongolia, 2013). The 28 CBT packages were shared with 22 TVET schools. Other activities included training and capacity building of TVET instructors and school administrators, which also supported specific schools. TVET providers in Mongolia included state-owned Vocational Training and Production Centers (VTPCs), National and Regional Methodology Centers, secondary vocational schools, privately owned TVET schools, and university sub-branches (MCC, 2014). These countrywide facilities have a presence in every region. Additional activities outside of schools - such as establishing a National Learning Resource Center (NLRC), developing a multi-media campaign on TVET issues, and supporting legal and policy changes in the Mongolian TVET system - expanded impacts country wide.

UNIVERSE
Quantitative data represents TVET schools, administrators, instructors, and students/graduates

Qualitative data represents MCC/MCA staff, government officials, private sector representatives, TVET administrators, TVET instructors, and TVET students/graduates

Producers and Sponsors

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OTHER PRODUCER(S)

Name	Affiliation	Role
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FUNDING

Name	Abbreviation	Role
Millennium Challenge Corporation	MCC	Project Funder

Metadata Production

METADATA PRODUCED BY

Name	Abbreviation	Affiliation	Role
Millennium Challenge Corporation	MCC		Review of Metadata

DDI DOCUMENT ID
DDI-MCC-MNG-TVET-SI-2018-v1

MCC Compact and Program

COMPACT OR THRESHOLD
Mongolia Compact

PROGRAM
The Vocational Education Project (VEP) consisted of five key activities: 1. Reforms to Technical, Vocational Education, and Training (TVET) Policy and Operational Framework Activity 2. Creation of Skills Standards and Competencies System Activity 3. Competency-Based Training (CBT) System Activity 4. Career Guidance and Labor Market Information Systems (LMIS) Development Activity 5. Improvement of Learning Environments Activity (added through the Compact reallocation) According to the Compact Amendment, the VEP was designed to "increase the wages of poor Mongolians by improving their technical skills and productivity to meet labor market demand in key industries (including, among others, construction trades, road construction, mining and mining operations, electronic trades, mechanical trades, transport and nursing and allied health)" (MCC, 2010).

MCC SECTOR
Education (Edu)

PROGRAM LOGIC
The VEP Program Logic is simple and concise, including four outcomes: 1. Increased employment for the unemployed and underemployed 2. Increased income for the unemployed and underemployed 3. Improved quality of the TVET system 4. Improved relevance of the TVET system The simplicity of the VEP Program Logic, however, belies what became a large and complex project consisting of five activities, each with many sub-activities. Though the simplified Program Logic is clear and concise, the mechanisms by which the stated changes were expected to occur remain a black box. The linkages between the problems identified in the TVET sector and the proposed activities was never clearly explained, leaving only high-level, long-term outcomes to be included in the Program Logic. The roles of specific VEP components such as aligning training to employer needs, the competency-based training (CBT) curricula, the LMIS, and facility and equipment upgrades, are not made explicitly clear. The Program Logic also does not capture the VEP's efforts to increase non-public funding of TVET

schools, including public-private partnerships (PPPs).

PROGRAM PARTICIPANTS

For the VEP, Technical Vocational Education and Training (TVET) graduates were the intended beneficiaries of the program. Compact documentation and program materials reiterate the project's goal to "improve the wage and employment prospects of approximately 170,000 TVET graduates" (MCC, 2009). Under the amended Compact, beneficiaries were expected to see benefits-including wages and employment rates-improve by 5-10%. This would be accomplished through the improved curriculum, teaching, and access to resources such as the Labor Market Information System (LMIS). Additional descriptions of targeted beneficiaries included "youth" (MCC, 2007a) or "the unemployed and underemployed" (MCC, 2007b), though these details were not included in any beneficiary descriptions. TVET graduates, as beneficiaries, constitute a sub-group of the broader participant pool. Program participants include all those individuals and entities who were involved in implementing the program and its sub-activities. Participants included the Government of Mongolia and relevant ministries, national-level organizations involved in TVET, private sector firms and associations, TVET schools and administrators/staff, grant recipients, Centers of Excellence (CoEs), and Regional Methodological Centers (RMCs). These participants did not necessarily expect to see income or livelihood benefits from the project.

Sampling

Study Population

Quantitative data represents TVET schools, administrators, instructors, and students/graduates Qualitative data represents MCC/MCA staff, government officials, private sector representatives, TVET administrators, TVET instructors, and TVET students/graduates

Sampling Procedure

Sampling procedures vary by the type of respondent and data collection type:

Schools: TVET schools will be purposively selected based on the following criteria: 1) a variety of regions, 2) a combination of schools that participated in VEP and those that did not, and 3) among participant schools, will include some that received equipment and some that piloted the CBT curricula.

Interviews:
MCC/MCA Staff, Ministry Officials: Selected based on knowledge and involvement in the VEP
Private Sector Representatives: Purposive
TVET Administrators and Instructors: Purposive
Students and Graduates: Random (where a sampling frame is available) or Purposive

Surveys:
All respondents from the prior IPA survey with contact information will be contacted

Gaps will be filled during data collection through snowball sampling, when possible.

Deviations from Sample Design

1.1.1 Contribution vs Attribution
The evaluation design focuses on ex-post identification of areas of change and exploring mechanisms through which changes occurred through largely qualitative data, with substantiation through quantitative data when available. Accordingly, the absence of a valid counterfactual against which to compare intervention effects limits the ET's ability to determine attribution of observed effects to VEP inputs alone. Additionally, when a new administration was elected near the end of the Compact, significant changes were made within the TVET system, including the dissolution of the TVET advisory council that included private sector participation. These changes present confounding factors that further complicate the ET's ability to disentangle the independent effects of VEP. The PE will, however, provide an opportunity to assess the contribution of the VEP to important changes and identify and assess potential mechanisms of change, which could inform future projects and evaluations in the TVET sector.

1.1.1 Accessing Contact Information
This PE relies on the availability of contact information for beneficiaries and VEP participants and a variety of secondary data. First, regarding beneficiary and stakeholder contact information - Uncertainty surrounding the ET's ability to access key individuals due to the five-year gap between Compact close and this PE poses a challenge to the proposed evaluation design. The ET will mitigate this risk by first working closely with MCC to collect and/or identify contact information. The ET will also use local ET members to establish strong support in-country to mediate these discussions with local respondents and support fieldwork scheduling. As noted above, the ET also plans to utilize snowball sampling during fieldwork to help fill in any gaps left in the sampling frame after coordination with the EMC. Second, regarding secondary data, the ET will request secondary datasets through MCC. Any direct communication with the GoM will be coordinated through appropriate MCC channels, if available. For this task, strong support in-country from a local ET member will also be critical.

1.1.1 Recall and Response Biases
The ET acknowledges two inherent biases associated with the proposed qualitative data collection. One limitation is the possibility of recall bias among key informants. The ET will take steps to reduce recall bias in the data collection tool design phase, including framing questions to aid accurate recall. Where possible, the ET will corroborate interview findings with additional data sources, such as GoM records. Potentially relevant records include enrollment and graduation statistics for the country as a whole plus records on PPPs and other types of private sector engagement. The ET also acknowledges the potential for bias due to respondent subjectivity and the possibility of collecting only socially desirable responses from interviewees. To address this potential bias, the ET will purposively recruit a diverse sample of informants and triangulate responses with other data sources, all while developing data collection tools based on best practices that minimize response

bias. Since the ET will not be able to avoid all bias in the data, persistent biases will be noted, where applicable, in the discussion of results of the final report.

Questionnaires

No content available

Data Collection

Data Collection Mode

Qualitative Interview Protocols Quantitative Survey Instruments

Data Processing

No content available

Data Appraisal

No content available